

# A Word from the



Virginia Army National Guardsmen patrolling in Afghanistan.

55th Signal Company (Christopher Kaufmann)

# Chairman

**T**he U.S. way of organizing its military is commonly called the Total Force. This all-volunteer force is composed of citizen soldiers and active duty personnel. This mix gives the advantage of a whole greater than the sum of its parts. Both components are necessary, and they must work in harmony to achieve national objectives. In the near term, that means winning the global war on terrorism. In the long term, both the Reserve and the active components must transform to meet the threats of tomorrow. The key to both objectives is a healthy Total Force.

It is fitting that this issue of *Joint Force Quarterly* examines America's Reserve component—its rich history and the challenges it faces today.

## History

America's Armed Forces evolved in fits and starts, with changing threats as the primary motivator for adaptation. Today's Total Force is the great grandchild of the colonial Militia, which began with the Massachusetts Militia in 1636. Colonists activated that force to defend the New England colonies and maintain internal lines of control and commerce. Colonial navies were traditionally militia as well.

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### A WORD FROM THE CHAIRMAN

(continued from page 1)

The birth of the Nation, however, necessitated evolution. The New England militia fought at Lexington and Concord, the first engagements of the Revolutionary War, in April 1775. It won the Army's first battle streamer at Fort Ticonderoga in May 1775. It wasn't until a month later that the Continental Congress officially established the Continental Army.

The Constitution and Bill of Rights contained many clauses empowering the new Nation to create and maintain militia; to organize, train, and equip military forces and employ them in war; and to "provide for the common defense." This allowed a reconstituted Army, new ships, and a small standing Navy. The Federal Government retained control of the Army and Navy while the states controlled the militia until they were called up for Federal service. Then in 1792, the Militia Act reorganized the militia and articulated who would serve—men 18 to 45 years old. This act created rules for a compulsory militia, but volunteer militia units comprised the bulk of the American forces in the 19<sup>th</sup> century. This early period reminds us that our military tradition reflects a legacy of volunteerism and selfless neighbors—American citizens grabbing their muskets and heeding the call to arms to defend their liberties.

The War of 1812 was an early proof of concept for the Armed Forces: a small regular force supported by militia protecting the fledgling democracy. This principle differed from the European feature of larger and more powerful standing armies and navies that were also more costly.

**the Federal Government examined the militia system and the balance between states' rights and national defense requirements**

There were many regional battles in the 19<sup>th</sup> century, including armed actions against pirates and a war with Mexico. But for the most part, leaders used the military primarily as a *gendarmie* for internal stability. This domestic focus held throughout the westward expansion. After the Civil War, the states and the Federal Government examined the militia system and the balance between states' rights and national defense requirements. By 1892 each governor had renamed his state militia the National Guard.

In the aftermath of the Spanish-American War, Congress replaced the 1792 Militia Act with



130th Airlift Wing (William John Hiramson)

Secretary Ridge  
talking with WMD  
specialists, Center for  
National Response.

the 1903 Dick Act, bolstering the Reserve role of the National Guard. This was an important turning point; the militia were now formally recognized as the Army's wartime Reserve. Then in 1908, the Reserve Medical Corps became the first pool of officers in a "Reserve" status. This was the seed of the modern Reserve, with a force distinct from the state-led National Guards.

Other legislative acts in the first two decades of the 20<sup>th</sup> century helped the National Guard and Reserve evolve further. Congress created a Federal Naval Reserve in 1915, and in 1916 the Naval Reserve Appropriations Act created a Reserve Naval Flying Corps. The 1916 and 1920 National Defense Acts codified the National Guard, authorized drill pay and training days, and made the Guard a bureau. The Officers Reserve Corps and Enlisted Reserve Corps were also created, later becoming the Organized Reserve Corps, and further detailed the role and organization of the Reserve for both services.

During World War I, National Guard units were among the first American forces in France and included the famous 42<sup>d</sup> "Rainbow Division"—a combined unit representing 26 states

and the District of Columbia. On the Western Front, 18 of the 43 Army divisions were National Guard, and their total combat days exceeded the Regular Army and the National Army (draftees).

Guardsmen and Reservists served alongside their regular counterparts in World War II. It is interesting to note that the National Guard mobilized in late 1940, before America declared war, and that Guardsmen were present at Pearl Harbor. Bataan was another significant battle in which citizen soldiers bravely fought and sacrificed. Eighteen National Guard divisions eventually served overseas, including the 29<sup>th</sup> "Blue and Gray" Division, which took heavy losses in the first wave at Omaha Beach on D-Day. Some 200,000 members of the Organized Reserve Corps served throughout the war.

The drawdown after World War II demanded tremendous organizational adjustment. The National Security Act of 1947 established a new service, the Air Force, and provided for two additional air arms, the Air National Guard and Air Force Reserve.



Marine Reservists providing communications for U.N. team, Karbala, Iraq.



982° Signal Company (Matthew Siemon)

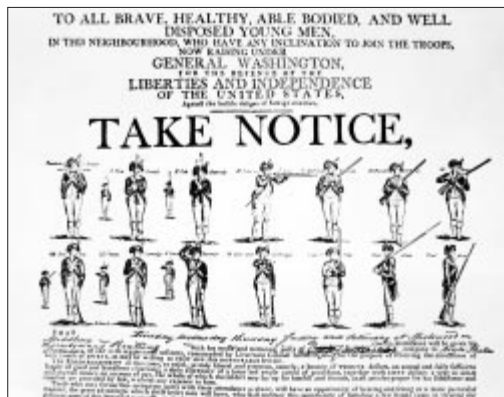
The Reserve component had to adapt again when the Korean War erupted, and America recalled many troops to duty. In 1952 the Reserve was divided into a Ready Reserve, Standby Reserve, and Retired Reserve, and Retired Reserve to provide a tiered backup to meet Cold War threats.

Throughout the last decade of the 20<sup>th</sup> century, the Reserve component has been significantly engaged in deployments in Bosnia, Kosovo, and Southwest Asia. The National Guard and Reserve have been critical to fighting terrorism since the terrorist attacks on September 11, 2001.

### Today's Challenges

The key challenge today is fighting the war on terrorism while being ready to respond to other threats worldwide and at the same time transforming the Armed Forces to defeat tomorrow's threats. The national strategy against terror is to defend the homeland while taking the fight to the enemy. The Reserve component is critical to executing this strategy both at home and overseas.

At home, the Guard and Reserve are essential to the homeland defense mission. The Chief of Staff of U.S. Northern Command and North American Aerospace Command, Major General Raymond Rees, is a Guardsman. Defending the skies since 9/11, active duty and Reserve component tankers, the airborne warning and control system (AWACS), fighter aircraft, maritime patrol aircraft, space assets, and ground based radar and communications personnel work seamlessly around the clock. The mission is not new—in the Cold War, we defended our skies against Soviet bombers. But Operation Noble Eagle now defends



Army recruiting notice, 1799.

Engraving by B. Jones (DVC/NARA)

further by proposing a Total Force concept—one force of active duty and Reserve component elements. This philosophy made Reserve and Guard leaders accountable for readiness and preparedness, requiring a basic standard for training.



**KC-135R refueling  
Oregon Air National  
Guard F-15As.**

83rd Fighter Weapons Squadron (Michael Ammons)

against internal airborne threats as well, using an interagency approach and a layered defense.

The Guard and Reserve also have the critical mission of preserving port and airport security. They simultaneously defend America's coasts and protect military bases. In fact, many Army Reserve units have changed focus and are now training more military police to help with security missions. Some 70 percent of military police capability now resides in the Guard and Reserve. As the Armed Forces work with domestic law enforcement partners and other agencies to meet threats to the homeland, the Reserve component is leading the way.

A terrific example of cooperation between the Armed Forces and law enforcement is the Joint Terrorism Task Force. Previously, law enforcement agencies formed ad hoc teams to respond to each terrorist case individually. Now there are 16 joint terrorism task forces nationwide

who share information and work together to thwart terrorist acts and bring the perpetrators to justice. There is extensive Reserve component participation in these task forces, and there will be more in the future.

Worldwide, Reserve and National Guard members work alongside their active duty counterparts every day. Most recently, in Iraqi Freedom the Reserve and Guard supplied a wide spectrum of support. For example, Helicopter Mine Squadron 14 out of Naval Air Station Norfolk, Virginia, a combined active and Reserve unit, conducted critical mine clearing operations in vital waterways in the south and flew insertion sorties in Iraq. The Army Reserve 812<sup>th</sup> Military Police from Orangeburg, New York, helped break a 100 billion-dinar counterfeiting ring in

Iraq by seizing printing presses and arresting the counterfeiters. The National Guard 109<sup>th</sup> Medical Battalion, Company B, from Vermillion, South Dakota, treated some 21,000 patients since deploying to Kuwait in April 2003. The Air National Guard 163<sup>d</sup> Refueling Wing from March Air Force Base offloaded 16 million pounds of fuel to 500 Coalition aircraft in Iraqi Freedom using its KC-135 aircraft. And the Florida, Indiana, and Oklahoma Army National Guard provided seven infantry battalions.

While Iraqi Freedom continues, the Guard and Reserve will participate in operations across the full spectrum of warfare—from fighting to peacekeeping, at home and abroad. Reserve personnel participate in missions in Bosnia, Korea, and Kosovo, air defense over the North Atlantic, and support to scientific expeditions in Antarctica. In fact, the Reserve component is now the major presence in the Balkans and Sinai operations. The National Guard and Reserve participate as full members of the Total Force 24/7/365.

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### Vision for Tomorrow

Although we are busy maintaining critical warfighting capabilities and conducting global operations, we must also work on transforming the Armed Forces—the active and Reserve components—to better meet the challenges we anticipate in coming years.

The Reserve component excels at innovation and experimentation, two vital factors for transformation. One example where the Reserve led the Total Force was with the LITENING Pod—an infrared, electro-optical laser-targeting pod for fighter aircraft. The Air Force Reserve and Air National Guard began using the LITENING II Pod after recognizing that their F-16s did not have the precision capability and accuracy they would need in future wars. They funded and tested the pod, then passed the information to the active component. Today, the Air National Guard, Air Force Reserve, and active Air Force, as well as the air forces of Spain and Italy, are using these pods. In Iraqi Freedom, the Air Force Reserve 303<sup>d</sup> Fighter Squadron from Whiteman Air Force Base, based in Iraq, used extended range LITENING targeting pods for close air support. And the 93<sup>d</sup> Bomb Squadron, 917<sup>th</sup> Wing, from Barksdale Air Force Base, used the pod in combat for the first time on a B-52, turning the mature bomber into a capable, high-capacity, precision attack vehicle.

The Reserve component faces unique challenges, such as mobilizing members from their



42<sup>d</sup> Division signal officer testing telephone deserted by Germans, September 1918.

U.S. Army (R.H. Ingleston)

civilian jobs for deployment, which may require different training processes than the active forces. Iraqi Freedom showed that there is room to improve Reserve and Guard readiness and mobilization. Because the war on terrorism will likely take a long time to win, we need to be as predictable as we can in call-ups; we owe that to the Guardsmen and women and Reservists, their families, and their employers. This is also a recruiting and retention concern. More predictability—where we can be predictable—is therefore important on many levels. At the same time, we need a more accessible force with more operational availability to meet the demands of the current strategic environment. U.S. Joint Forces Command has taken the lead in looking at this problem and has proposed some “quick wins,” and there has been great progress.

The mobilization process must also move out of the industrial age into the information age. Our processes worked fine for the Cold War, but we need to be ready to deploy faster to react more rapidly to threats.

Today, the mobility process for the Army Reserve begins with an alert order, followed by mobilization and training, and then the troops deploy, serve, redeploy, and finally demobilize. It





U.S. Navy (Eric L. Beauregard)

Mobile Inshore  
Undersea Warfare  
Unit 108 escorting  
*USNS Bellatrix*, Iraqi  
Freedom.

**we need more flexibility and a deeper shelf so the same units are not tapped to deploy too frequently**

takes too long when we need more troops immediately. In the future, we may move the Reserve model to emulate the active component, where the troops train, stand alert, then deploy when needed. This is just one possibility, but changes in mobilization and readiness are clearly vital to making us more responsive as a Total Force.

However, time required to arrive in theater is not the sole measure of merit. As one colonel observed, dozens of golf carts could be fit in a C-17 and transported to a theater in a day, but when they were offloaded, personnel would be confined to traveling in golf carts. Equipment matters in battle. So as we integrate more among components, services, agencies, and allies, the Reserve component's equipment and training must be acceptable and compatible. The LITENING pod is an example of innovation, but we have to ensure that Reserve units have the right resources and the right equipment at the right time to carry out their mission.

We must also address how we rebuild and mix forces. We need the right force mix and right type of units. High demand/low density (HD/LD) assets are a perfect example of where we need to reexamine the active/Reserve mix of capabilities. Deployment cycles by definition stress HD/LD units. What we need is more flexibility and what I call a deeper shelf so the same units are not tapped to deploy too frequently, which could affect retention and readiness. We must maintain the long-term health of the Reserve component and, by extension, the Total Force.

We also need to rethink what capabilities reside in the Guard and Reserve. And we may need to adjust the balance so the active and Reserve components better complement one another. Units might be required to retrain to meet the needs of the new strategic environment. An engineering company may also complete some search-and-rescue missions, for example, requiring additional training. Some units may change



Concord Bridge,  
April 1775.

their mission area either temporarily or permanently. Right now, for example, artillery troops are retraining to become military police at home and overseas—a particularly high demand role for the foreseeable future.

Missile defense is a case where changing missions require organizational adaptation in addition to retraining. The ground-based midcourse defense system, part of our layered missile defense architecture, is intended to defend the United States from ballistic missile attack by shooting down long-range missiles in flight. New organizations will need to communicate and share information to make it work well, including U.S. Northern Command, U.S. Strategic Command, North American Air Defense Command, the National Guard, and the Federal Aviation Agency.

The National Guard has a long tradition in the air defense mission and will remain on the cutting edge with ground-based midcourse defense. But today there are new organizational challenges that require sharing information rapidly and accurately among many agencies. It is a huge task and a critical mission for homeland defense—with little room for error.

But a prime challenge for the Total Force will be the new *enhanced jointness*—what I have been calling *integrated operations*. The term *joint* once referred to multiple services working together. Today that is the baseline. Many services, Federal agencies, allies and their governmental agencies, corporations, and nongovernmental organizations must cooperate to meet the full spectrum of military operations, from peacekeeping to battle to the transition to a lasting peace.

Here the Reserve component can lead the way. With the parallel goals of promoting jointness and effectiveness, Lieutenant General Steven Blum, Chief of the National Guard Bureau, is transitioning separate Army National Guard and Air National Guard headquarters to joint headquarters—doing away with many duplicative headquarters officers. Consolidating 162 separate headquarters into 54 joint force headquarters will free funds that the Guard will reinvest in unit readiness. This type of serious reorganization and new thinking are what we need to transform the Armed Forces.

Professional military education (PME) is a vital forum for discussing the changes we must make to succeed. We need a good mix of active and Reserve component troops to participate in the appropriate joint PME courses to promote joint thinking and better prepare for joint duty. We began a pilot program in 2003 to make joint PME and Phase II qualifications more accessible to Reserve component officers. Future military education needs to continue to promulgate emerging concepts and debate and push a creative vision of jointness.

Many perceive the military as traditionally status quo. Our military culture needs to embrace the change necessary to transform. We need to encourage our troops to take smart risks. We must think in a more agile, unconventional manner to defeat the foes we face today, and the National Guard and Reserve are deep pools of talent. This issue of *JFQ* focusing on Reserve component matters is the type of forum I like to see. Advancing joint warfighting and transformation may rely on sharp bayonets, but it is impossible without sharper minds.

A healthy Total Force is essential to winning the global war on terrorism. The key to being prepared for future conflicts and emergencies is transforming the Total Force. As you read this issue, think outside of the box. Do not be afraid to reconsider how we do business. Think about how we can transform the Guard and Reserve to make the Total Force even stronger tomorrow, and pass your ideas along.

RICHARD B. MYERS  
Chairman  
of the Joint Chiefs of Staff